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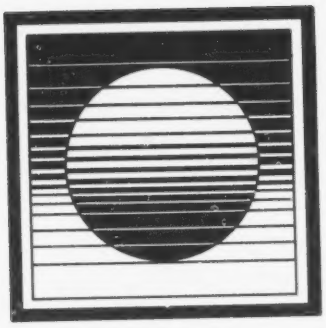

# PERSPECTIVES ON FUTURE METRIC CONVERSION

## The Views of Principal Metric Conversion Planning and Coordinating Organizations

Presented to the
UNITED STATES METRIC BOARD
JULY, 1982

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# PERSPECTIVE ON ROLES IN FUTURE METRIC COORDINATING ACTIVITY

A PANEL DISCUSSION HELD

JULY 8, 1982

AT THE FINAL MEETING OF THE

UNITED STATES METRIC BOARD

Office of Coordination & Planning
United States Metric Board
1600 Wilson Boulevard
Suite 400
Arlington, Virginia 22209

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## FOREWORD

When it became apparent that the U.S. Metric Board would not be funded beyond September 30, 1982, the Board began the process of phasing down its activities. During this period the Board developed the final report to the Congress and the President that is required each year by the Metric Conversion Act (Public Law 94-168). Since this was to be the Board's last report, it was to be a summary report that would articulate the Board's activities and set forth the major Findings and Recommendations of the Board drawn from its Research, Coordination, and Public Awareness and Education activities. These Findings and Recommendations are shown at pages 7 and 8 of this report.

The Findings are based on knowledge primarily gained through the Board's research program and the Board's introspective look at what it has learned over the past four years about metrication in the United States.

The Recommendations of the Board are directed to the Congress, the Administration, Federal agencies, and the Department of Commerce as successor to the Board and represent the Board's advice as to what needs to be done to carry out the interests of the Metric Conversion Act.

Generally, the recommendations encourage a continued coordination role for the Federal Government involving a consultative framework with Federal agencies, State and Local Governments, and private sector firms and trade groups.

## BACKGROUND

When the U.S. Metric Board began its activities late in 1978, it was faced with the challenge of establishing an effective way for all sectors of the economy to communicate and share information on metric conversion. While encouraging consultation, planning and coordination of metric conversion plans, the Act specifically directed that the Board should avoid unnecessary duplication of existing activities. The Act also directed the Board to provide procedures to guide industry sectors in their planning and coordination efforts.

Some industry conversion planning was already taking place under the auspices of the American National Metric Council (ANMC), a private, nonprofit organization created for that purpose.



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Coordination among Federal agencies was already happening. At the State government level, a few metric councils were in the process of being formed. What was missing was a more efficient structure for cooperation and exchange of information among the private sector, the Federal agencies and the States.

The Board addressed the problem by creating the following programs:

- o A Federal Program -- To establish and oversee a policy level interagency metric committee, the Interagency Committee on Metric Policy (ICMP). The ICMP would assume responsibility for a network of Federal agency policy experts and coordinators, who would provide guidance and monitor agency development and execution of metric policy in the Federal establishment.

  Before the U.S. Metric Board was created, the Department of Commerce's National Bureau of Standards (NBS) was involved with the metric system as part of its responsibility for the Nation's physical measurement system. During that time Federal agencies were generally following industry's lead in becoming involved in metrication efforts. Several agencies, however, such as the Departments of Defense and Agriculture, were faced with circumstances that forced them to develop metrication plans on their own. The Department of Defense shares the responsibility with this country's NATO allies for development, production, operation and maintenance of certain military equipment and weapons systems to be used in the NATO environment. The NATO allies all use the metric system. The Department of Agriculture deals with food production on an international basis. International agricultural transactions and data are often in metric, whereas U.S. farmers measure land in acres and livestock, crops, fertilizer and supplies in other non-metric terms.

  As individual agencies responded to their special metric requirements, it soon became apparent that better coordination was needed of Federal agency metric activities to avoid inconsistent or inappropriate responses. The initial effort was made by the Interagency Committee on Standards Policy (ICSP), chartered by the Department of Commerce. ICSP created a Metrication Subcommittee in June 1975 to conduct Federal coordination activities.

  In 1978, the Office of Management and Budget and the Department of Commerce decided that a high-level policy committee was needed and should be established under the auspices of the newly created U.S. Metric Board. This committee became the Interagency Committee on Metric Policy and assumed responsibility for the coordination initiated by the ICSP.

The ICMP was chartered by the Board to serve as the focal point of the Board's Federal metrication policy and program coordination activities. In October 1978, the ICMP adopted a charter and established the Metrication Operating Committee (MOC), an operational support group consisting of metric coordinators within the 37 Federal agencies that were members of the ICMP. As one of its initial tasks, the MOC worked to develop a consensus among Federal agencies on metrication policy and guidelines.

As a result of its efforts, the MOC developed the Metric Conversion Policy for Federal Agencies and the supporting Federal Agency Guidelines for Implementation of Metric Conversion Policy, which were approved by the ICMP and the Board and distributed to the Federal agencies. The policy stresses that:

- Federal agencies shall coordinate their metrication activities and assure that they are consistent with metric conversion trends in the Nation.
- Federal agencies shall adapt to metrication initiatives of the private sector.
- Federal agencies' unilateral metric conversion actions shall be taken in the public interest, with consideration of the impact on the private sector and State and local governments.

Several other MOC initiatives have resulted in more consistent metric practices throughout the Federal Government. The MOC developed Federal Standard 376, which sets forth the preferred metric units for use by the Federal Government. It also circulated guidelines for the Government's public information offices to use in converting customary to metric units in press releases, as well as guidelines for Federal employees who participate in private sector metric conversion planning committees.

A State Program -- To organize a National Council on State Metrication, with representatives appointed by each State Governor. The Council would meet periodically to coordinate metric policy at the State level, with emphasis on education, laws and regulations, and metric planning. The Council would also encourage the development of metric councils in those States without them.

It was quickly realized that the States have a great stake in coordinating metric conversion activities. Individual States have taken the responsibility for weights and measures regulations, and virtually all educational systems are administered at the State and local level. The Act requires that the Board coordinate activities with the National Conference on Weights and Measures (NCWM), a voluntary association of State and local weights and measures officials. The Act also established two State-oriented members on the U.S. Metric Board -- one to represent State governments and the other to bring expertise to the Board about the NCWM and standards-making organizations. Despite the need, there was no structure at the State level upon which the Board could build. The Board then initiated its State activities by creating the National Council on State Metrication.

The fifty States were responsive in joining together to address metric planning and coordination. Commercial measurement laws, educational curricula and consumer protection were involved. The National Council on State Metrication (NCSM), with representatives appointed by each State's Governor, was created by the Board to meet the need for efficient, effective communication among the States on metric matters and to provide the link between the States, private industry and Federal agencies involved in actual conversion and conversion planning.

The NCSM had its organizational meeting in Nashville, Tennessee, in 1980. At the second meeting in Des Moines, Iowa, in 1981, the Council approved a charter setting up the NCSM as an official advisory committee to the Federal Government and further developed and refined the activities of the Council.

A metric legal information kit was developed and distributed by the Board's Office of General Counsel to provide a means of helping keep States current on metric legal problems. The kit contains a variety of metric legal information, including Federal and State statutes, opinions, uniform laws and research materials. It has been distributed to all State attorneys general and legislatures and is updated periodically.

- A Private Sector Program -- To encourage and monitor ANMC development of industry sector plans, to establish planning guidelines for industry sectors to follow, and to assist industry, when asked, in developing their plans.

In initiating the Private Sector Program, the Board had to consider two separate issues -- plans for future conversions and the actual conversions that were taking place without benefit of the planning process.

The Board chose a passive role in the development of private sector conversion plans. Endorsement of these plans, however, was recognized as a U.S. Metric Board responsibility when industry sectors request that the Board review their plans. To provide continuity in the industry planning process and set minimum standards for conversion plans, the Board developed and published a set of guidelines designed to bring order and consistency to industry-wide conversion planning activities.

The actual conversions that were continuing to take place without planning were affecting both the average consumer and purchasers of products for commercial use. In many cases, marketing strategy and secrecy were the predominant causes. In other cases, there was no obvious reason. The Board decided to offer assistance in these conversions when the situation warranted its attention.

The assistance includes preplanning help, identification of Federal and State agencies for participation in the planning process, and publicizing the plans through press releases, insertions in the Federal Register, and other means. To qualify for assistance, the planners are required to follow the planning guidelines and would be expected to submit final plans for U.S. Metric Board endorsement. ANMC has adopted planning activities which are compatible with the Board's guidelines, and recent Board review of two ANMC plans has shown that the guidelines are practical and effective.

The foregoing provides the reader with information about the organizational structure and operational approach to metric conversion coordination adopted by the Board. The Board leaves behind an effective network of teams of dedicated and capable individuals composed of:

- The Federal Interagency Committee on Metric Policy and its Metrication Operating Committee.
- The National Council on State Metrication.
- The Industry Sector Committees of the American National Metric Council.

## PANEL DISCUSSION

## PERSPECTIVES ON ROLES IN FUTURE METRIC COORDINATING ACTIVITY

Because of the Board's desire to see the coordinating activity continue, it was decided that representatives of the public and private sector organizations that constitute the Board's coordination structure should be invited to meet with the Board to exchange views on the Board's Findings and Recommendations and also to provide their opinions on how the surviving organizations should operate and interact to provide industry and the public the essential coordinating assistance called for by the Metric Conversion Act and the Board.

The Board's Summary Report Findings and Recommendations are addressed by the panelists and reprinted on the next two pages as background for the reader. The panel presentations begin on page 9 immediately following the Recommendations.

# Findings

The following findings are based on the Board's retrospective look at what it has learned over the last four years about metrication in the United States.

### The present policy of maintaining a dual system of measures for trade and commerce is confusing to all segments of American society.

Some segments of the economy have been metric for decades, others will convert for economic or marketing reasons, and some will probably never change voluntarily. Total conversion is practical for certain parts of the economy.

### Voluntary metric conversion by industry occurs primarily in response to marketplace demands and usually on a company-by-company basis.

Business converts when it wants to penetrate or maintain international markets, when it sees a marketing advantage in producing metric products, and when it wants to gain or keep customers who are converting to metric for their own purposes. Plans for industry-wide metric conversion appear to have little or no influence unless economic motivation is already present.

### The costs of metric conversion have not been excessive.

Large corporations' conversions have resulted in long-term savings; small business conversions have usually been made at low cost. This supersedes and corrects the findings regarding costs in the October 1978 GAO Report, "Getting a Better Understanding of the Metric System—Implications if Adopted by the United States."

### Large segments of industry have metric capability.

More than half of the Fortune 1000 companies have metric production capability. Small business has a widespread but shallow capability to produce metric products. When conversion problems occur, the small business community solves them by using its own resources.

### Past perceptions of the difficulty of metric conversion have no basis.

There is convincing evidence that fears of huge expenses and other insurmountable problems with conversion are groundless.

### There are no substantial legal barriers to metric conversion requiring Federal preemptive action.

Any remaining barriers can be removed by State and local administrative or legislative action in response to voluntary metrication efforts.

### There are no substantial technical problems with metric conversion.

Complex problems that are perceived in metric conversion have not been substantiated. Standards-making organizations are able to respond to industry's metric needs.

### The labor force has little difficulty adapting to conversion.

Minimal training in metric measurement is needed to sustain efficiency and safety. Some workers, however, incur expense in buying metric tools.

### Consumers accept conversion according to their own interests.

If economic necessity or advantage is foreseen by consumers, conversion is more likely to be accepted. Resistance at the retail level, however, can be expected because of consumer inertia, lack of understanding, and perceived inconvenience.

# Recommendations

Metrication in the United States is an ongoing process. The Board offers the following recommendations for consideration by Congress and the Administration in continuing governmental involvement in future metric activities.

### The Metric Conversion Act of 1975 should continue to be administered.

In the absence of the U.S. Metric Board, a government agency, preferably one that receives information from diverse segments of the economy, should perform the functions required by the Act. As metric conversion increases substantially, an independent agency should be reestablished to administer the Act and insure that all interests are represented.

### National policy on metric conversion should be reassessed.

Research and national debate is required to determine if voluntary metrication is in this country's best interests, if complete or partial conversion should be mandated, and if we can compete efficiently in domestic and world markets using two systems of measurement.

### Research should be conducted on economic sectors where metric capability may be critical.

Measurement may be used as a nontariff trade barrier. Metric capability may enhance foreign trade possibilities, thus supporting the President's Economic Recovery Program.

### The Federal Interagency Committee on Metric Policy and the National Council on State Metrication should be continued.

These organizations assure that members of the private sector can deal with a single Federal organization that represents Federal metrication interests and a single State organization which can speak for metric activities occurring in the States. In addition, these organizations provide networks that facilitate uniform action and exchange of metric information among Federal agencies and among the States.

### The functions outlined in the Board's Private Sector Planning Guidelines should be continued.

Governmental assistance to private sector conversion planning is necessary, as is the review and endorsement of industry conversion plans.

### Government public awareness, consumer and education programs should be continued selectively.

As metric conversion occurs, targeted publicity and education efforts are necessary to facilitate public understanding and acceptance.

### The States should consider enacting uniform metric conversion legislation.

Although a new national structural mechanism to convert customary to metric units in laws and regulations is not presently required, uniform State legislation, such as the Uniform Metric System Procedure Act, will minimize regional differences as conversion occurs.

Panel Moderator, Chairman, USMB Planning and Coordination Committee, Mr. Adrian G. Weaver.

This morning, we've brought together a group of people who will discuss their individual organization's activities in the absence of the Metric Board, and how they see the continued administration of the elements of the Metric Conversion Act being performed. I'll first of all call on Howard Ellsworth, who is Chairman of the Metrication Operating Committee of the ICMP.

Mr. Howard B. Ellsworth, Chairman, Metrication Operating Committee

I appreciate very much this opportunity to discuss with you some of the findings and recommendations that are in the Board's final report and to define the future role of the MOC in support of the Metric Conversion Act when it is administered by the Department of Commerce.

The purpose of the MOC is to develop plans, policies and actions which facilitate the coordination of the metric conversion program within the Federal departments and agencies. The MOC accomplishes these tasks by, among other things, keeping agencies informed of metrication trends, and assuring that the nation's requirements to encourage coordination within the private sector was fulfilled to the best of our ability and encouraging coordination among agencies in general, both Federal and private.

The MOC has been useful for agencies, and we believe it should continue. We've been told by the Department of Commerce that they hold the ICMP activities and its MOC support agency to be worthy of continuation. They have indicated to us, at least on a preliminary basis, that such will be the case for the foreseable future.

The executive secretary to the MOC, and incidentally to the ICMP as well, Mr. John Tascher, has proven to be an invaluable asset in carrying the administrative burden of maintaining open and accurate communications between agencies.

The generosity of the U.S. Metric Board in providing us with liaison assistance through our deliberations and meetings was expressed by Mr. Stanley Parent who we felt established a relationship that was very productive, both in keeping the U.S. Metric Board informed on what we said and did and helping the MOC and its executive board to support the planned activities and requirements that the U.S. Metric Board thought pertinent to the federal structure.

All of what I have said is currently contained in the MOC charter to the ICMP. The MOC intends to continue to comply with its charter until or unless it is changed by the Department of Commerce or the ICMP itself.

Now turning to the findings and recommendations published in your final report. I have surveyed the federal membership and can report to you this morning that the nine findings you have articulated are basically consistent with the aggregate experience gained in the federal agencies.

We, therefore, thank you all very much for having them made available to us. With regard to your recommendations, I can also report that generally the federal agencies support your recommendations.

There are several recommendations which deal with areas outside the MOC interest or experience such as number five, which deals with the Board's private sector planning guidelines. I will not address these. Our discussions did yield some specific comments that I will now pass along to you.

The full MOC has reviewed the USMB recommendations and based on federal inputs to me as of this morning, there appears to be no disagreement with them. On recommendations one and two, our discussions led to the conclusion that these two recommendations taken together serve as a key legacy of the Metric Board's existence. I think the Act should be continued, along with its emphasis on coordination, research and public education. It should not fall into disuse. That was a fairly strong conclusion of the MOC, and both Dr. David Goldman, my Vice Chairman from the National Bureau of Standards, and I endorse that wholeheartedly.

However, the nation does need to continue to be sensitive to the costs and the potential disruption of having two measurement systems. We also feel that our country's policy should not be rigid. It should be able to adjust to economic conditions, including enhancement of the U.S. productivity aspect of the advantages of using a single simplified measurement system, both in our nation and in our international relationships.

On recommendation number three, research should be interpreted to mean assembly of new knowledge and relevant information. Federal agencies depend on reliable information in policy areas in order that federal decisions are appropriate to the real world and to the real national needs and are not unduly influenced by special interests. We like what you said.

On recommendation four, the MOC is appreciative of this recommendation. The individual federal agencies recognize that without an ICMP/MOC, they would not have the information or the coordinating capability to adopt to increasing metrication needs without serious problems. The ICMP/MOC has developed a substantial and successful working relationship with the American National Metric Council (ANMC) and the private sector as a whole.

We also support and look forward to working with an operating National Conference on State Metrication. We hope that body is successful in continuing its good start as a coordinating body for all metric matters within the states. Dealing with federal agencies on a separate, individual basis is disappointing and frustrating. This also applies to the fifty states in our country. Certainly actions taken by one state which are common in nature ought to be examined and adopted on a coordinated basis by other states of equal interest.

Therefore, the criteria that determined the need for an MOC in its beginnings seems to us to have a similar application for the development of a state representative body whom we can turn to. This concludes my statements for the MOC on your findings and recommendations.

I would also like to inform you that in a recent development the ANMC has asked the MOC to provide a coordinated federal position on the new ANMC policy on its concept that predominant use of the metric system in the United States is, in fact, inevitable.

The MOC is in the process of now developing such a position. It is my preliminary opinion that existing federal policy will allow federal agencies to accommodate to most situations that would arise if the ANMC policy of the metric's inevitability should be an accurate prediction of the future.

The MOC has established a task force and is now studying the ANMC request.

I would like to conclude by saying that the MOC found its relationship with the U.S. Metric Board to have been very beneficial, and we believe that the U.S. Metric Board feels likewise, at least that's how we interpret recommendation number four. On behalf of the MOC, I want to thank the U.S. Metric Board for its support over the past four years.

The U.S. Metric Board has successfully addressed the requirements of the Act, and you have given us a tremendous amount of research information which will significantly enhance this nation's metric plans.

In addressing its responsibilities under the Act, the U.S. Metric Board has fulfilled an extremely difficult role in an exemplary manner. Initiatives started by the Board will be very beneficial in planning future activities for the United States.

Mr. Weaver: Thank you Howard. Next I will call on members of the Executive Committee of the National Council on State Metrication. We will hear first from Commissioner Mary Heslin from Connecticut.

Mrs. Heslin: Good morning ladies and gentlemen. I speak here this morning as a member of the Executive Committee of the National Council on State Metrication. A review of history often aids us in developing a perspective of what happened, what is happening and what is to happen, so that a brief history of the National Council on Metrication may be in order at this time.

Representatives from the states solicited by the U.S. Metric Board and appointed by their Governors met for the first time in Tennessee to discuss the status of metric conversion in their respective states, and the status of that particular metric conversion.

The state representatives present ranged from agency heads to directors of weights and measures, with technical and administrative background, to governors' personal aides. Some had considerable background in the field of weights and measures. Others did not.

Interest was keenest among those representatives from states where business, industry and agriculture had for economic reasons turned to the metric system. Each state representative presented a status report and shared an honest evaluation of the difficulties he or she perceived existed facing metric conversion in their states.

All agreed change was not easy, even when all three horses -- government, private sector, and the consuming public -- pulled together. They further agreed that each of these three sectors needed to continue to assist each other if the state and the federal agency responsible for metric activity expected benefits to accrue for the producers and the consumers alike in this country.

Topics such as education and information, planning and coordination, and identification of legal barriers, were identified by some as achievable goals within individual states as future activity for the next year.

A process then began in Nashville, a sharing of problems and ideas, and awareness for others, a development of a mechanism that could serve as a valuable link between federal and state government where direction and assistance from the federal government in turn could promote the kind of activity on a state level where government, private industry and the consuming public work together to make metric transition, where deemed to be viable and healthy for the economy of the state, smooth and orderly.

In varying degrees from some to none, states in the following year involved themselves in the identified goals, information, education, planning, coordination and identification of legal barriers in state statutes.

The 1981 National Council on State Metrication hosted by Iowa completed a charter which stated the objectives and scope of that body, and I will read briefly from that charter. "The objective of the council is to provide the United States Metric Board with recommendations and guidance on state metrication matters and to act as a metrication liaison between the states and the Board.

The scope of the council shall include, but not be limited to, international trade, advocacy of voluntary conversion, state metric laws, planning, coordination, education and training, consumer affairs, metric and administrative affairs, standards and metric personal matters."

The formal activities were thus outlined in this charter. What was not written was the value derived from informal exchanges of ideas among council members, that oftentimes results in assistance among the states on pending metric legislation.

Many times, in hearings on proposed legislation before the Connecticut General Assembly, I have been asked, what are other states doing, what is the status of this state, how many other states have enacted this legislation and so on and so on.

In 1982, the National Council on State Metrication did not meet, but was polled by mail by the U.S. Metric Board. A report of that poll, I believe, will be delivered at this meeting. In Connecticut where I have chaired for five years a state metric coordinating committee, comprised of education, labor, business, industry, consumer affairs, I solicited opinions and reactions of committee members, not only to the transfer of the Metric Board's responsibility to the U.S. Department of Commerce, but also to the continuing role of the National Council on State Metrication.

The members of the Connecticut State Coordinating Committee responded specifically about the continuing role of the National Council. Responses from representatives of state government, consumer sectors and industry were unanimous in their perceptions of the ongoing need for an interstate coordinating body, such as the National Council. Whether they were representing consumer interests, business or government, they all saw the need and expressed the desire not only to have a central communications and information exchange vehicle for the state, but also to have state access to the Commerce Department in any federal body considering the issues of conversion via an organized group sensitive to state and local issues.

Without exception, the National Council and its continuing functioning would seem as essential to the orderly and consistent implementation of the metric system as it occurs. In turn, the Council can provide the means by which the Department of Commerce can solicit information and assistance from local entities. This type of assistance can be extremely valuable to administration.

In Connecticut over the years, as a variety of boards and commissions were terminated and their functions transferred to the Department of Consumer Protection which I adminstered, I found of upmost assistance to me the presence of contact persons from affected groups, trade associations and outgoing commissions who helped to facilitate and upgrade my agency performance in a new area.

In instances where such groups were nonexistent, my administration of a new function was certainly not facilitated or enhanced. Thus, I see the continuation of the National Council, not only from the perspective of a state council member, but from the perspective of an administrator of an agency into which new government functions were transferred. In such areas as government assistance to the private sector, public information, consumer awareness, development and enactment by states of uniform metric conversion legislation, the National Council can play a valuable role. The loss of personal ambassadors of good work and good will cannot be measured regardless of what measure of unit you apply. Thank you very much.

Mr. Weaver: Thank you Mary. Next we will hear from Mr. Michael Saling representing California and alternate to Mrs. Barbara Block who was unable to be here today.

Mr. Saling: Good morning. My name is Mike Saling, Executive Secretary to the California Metric Conversion Council.

Let me begin this morning by just taking a moment before presenting the views of the National Council on State Metrication concerning the need to continue a state metric coordinating network and share with you the current status of the California Metric Conversion Council.

As many of you are aware, the Council's funding for fiscal year 1982/83 has been eliminated from the California state budget. This means that all Council and staff activities have ceased. Even though the Council is still technically in existence and will be until it sunsets in 1985, realistically, there is now no active metric council in California. A majority of the members have, however, indicated that they would meet if a serious metric item surfaces.

Metric inquiries and questions will be handled by the Division of Measurement Standards and I will continue to act as the official State metric representative.

I'll be happy to answer any questions regarding the Council at the conclusion of my presentation.

A questionnaire was sent to the NCSM membership in June. 20% of the membership has responded to date and all respondents stated that continuing conversion activity made it very appropriate to continue a state metric coordinating network.

All respondents emphasized that it is essential to have Federal government recognition of the organization and most expressed the view that under the Metric Conversion Act they feel that the Federal government has a responsibility to provide appropriate administrative support to assume efficient functioning of the organization.

Most expressed the need for federal financial support for travel if NCSM officials are required to travel to other states or to Washington to perform interstate or Federal/private sector metric coordination functions.

In conclusion, it appears that the NCSM membership will continue to respond to the need for metric coordination but there is a strong desire for continued active assistance and encouragement by the Federal government.

This responsibility has been discharged effectively by the Metric Board and must be continued by the Department of Commerce if effective interstate and intrastate coordination is to be achieved.

Chairman Polk: Thank you very much Mike. Any questions?

Mr. Andrews: Mike, I'd like to ask you a question about the California State Metric Conversion Council.

If I read it correctly, California probably is the most aggressive, advanced state in the union as far as metrication is concerned, both in the private sector and in the public education sector.

My question is, why were the funds withheld or dropped from the State Metric Council? Was it a political decision, an economic decision or an emotional decision?

Mr. Saling: Syd, I think it's probably a combination of all three. I think the major factor is economics. California is experiencing a real financial crisis. We have at the moment a $2 billion deficit in the current fiscal year. It gets down to priorities, and the need to maintain essential functions. The first priority has to be public health and safety, and unfortunately, California's Metric Conversion Council was low on the priority when the number one item is health and safety.

It's a small cut. Our budget was not that large, about $120,000; however, a lot of small items within state government were cut, and we're still really concerned about where we're going to get the $2 billion.

Mr Andrews: Is the Council still intact, just not funded?

Mr. Saling: That's correct. The forming of the council was by legislation. What was done was done in the executive branch of the government which was by legislation given the staff function. The executive branch indicated they could no longer do that in good conscience, considering the other problems facing California.

Mr. Andrews: So I guess I'm fairly correct in reading that the California Metric Council has suffered, if that's the proper word, the same fate that the U.S. Metric Board has because of budget priorities in a bad economy.

Mr. Saling: That's correct.

Mr. Weaver: Thank you. We will hear next from Mr. George Mattimoe representing Hawaii.

Mr. Mattimoe: Good morning. I would like to make my comments in the form of comments and observations on the Board's findings as they appear in the Summary Report.

As a general observation, the nine findings are presented in a logical succinct manner, although in a given instance, an individual finding may tend to over or understate the issue.

At the moment, I'm not certain that that's a fatal flaw. As regards the findings, number one, the inclusion of the term all, in the statement that the present policy of maintaining a dual system of measures for trade and commerce is confusing to all segments of American society, would appear to be a case in point.

It is our observation that confusion is the result of, quote, "segments" being compelled for whatever reason to utilize both systems, not one to the exclusion of the other, and, of course, this depends on the level of involvement of the individuals and their academic backgrounds.

Number two, voluntary metric conversion by industry occurs primarily in response to marketplace demand and usually on a company by company basis. We concur. We also recognize that in the absence of economic motivation, there will, in all probability be no voluntary transition to metric.

Number three, the costs of metric conversion have not been excessive. Our major involvement has been at the retail gasoline dispenser level, and, here, we've found that premetric conversion projections, including our own, have been overstated, that the actual cost was considerably less than the projected cost.

To a lesser degree, certain candy nut manufacturers, in this case I'm referring to our macadamia nut industry, have attempted to comply with the requirements of the EEC, and they have found these costs to be minimal.

Number four, large segments of industry have metric capabilities. We obviously have no quarrel with that observation.

Number five, past perceptions of the difficulty of metric conversion have no basis. This could be another tendency to overstate a finding; however, that's strictly speculation on our part.

Number six, there are no substantial legal barriers to metric conversion regarding federal preemptive action. We just don't agree with that statement. We don't agree that the states can unilaterally require conversion to metric. Impediments exist under the Fair Packaging and Labeling Act where the U.S. customary system must be used, and the metric declaration may also be displayed but metric only is not permitted.

Under Section 408 of Wholesome Meat Act is another impediment wherein we are guided and must follow the mandates of the U.S. Department of Agriculture. The law reads, as I recall, that information consistent or different from may not appear.

Until such time as USDA does establish these requirements, we're proscribed from that action.

Number seven, there are no substantial technical problems with metric conversion. As a general observation, we concur; however, that conversion which has taken place to date tends to be in the arena of international trade or that which is associated with international trade, and is undertaken by large corporations generally which have the resources to minimize any technical problems.

Eight, minimal training in metric measurement is needed to sustain efficiency and safety. Some workers, however, incur expense in buying metric tools. I'm certain that we again have no quarrel in that finding.

Number nine, consumers accept conversion according to their own interest. We believe that this was patently clear in our gas pump conversion which now stands at 98 percent plus statewide in Hawaii Here again, confusion still prevails to some degree because of the upstream use by the petroleum industry of delivering gallons to the retailer who in turn sells in liters.

Returning to my original comment, over frustration, one cannot help but gleen the apparent low priority assigned to metrication. We've presumed to suggest to the U.S. Department of Commerce that while the ball may not quite be in their court, whatever develops in metrication, that agency will be remembered for that outcome.

We hasten to offer our unqualified support and assistance in any way that it may be utilized. The National Council on State Metrication was established not as a solution to the perceived problems, but as a vehicle to help resolve them. It was to be many things, a clearinghouse, a forum, and information center and exchange, and ultimately, perhaps the source of recommended model state regulations, generated much in the fashion of similar models by the National Conference on Weights and Measures, which models have generally resulted in uniform application, interpretation and enforcement to state level.

In conclusion, let me suggest that I, for one, dislike being put in the position of supporting as a state need that in which I was invited to participate as a national need.

If leadership and the focal point is not at the federal level, then I predict that it will not come to pass at the state level. Thank you.

Chairman Polk: Thank you, George. Any questions? I would like just to comment that Mr. Mattimoe made some appropriate and sometimes differing comments as regards the findings of the Board. Would our executive director like to comment on the matter of regulations, and legal problems?

Mr. Farfaglia: This is an issue where I believe reasonable people can differ. We have always said there are generic barriers, we call impediments. We feel that they are not sufficient to frustrate a metric conversion. Oftentimes it is the problem of labeling and really does not affect producing a metric product or designing a metric product.

I have great respect for Mr. Mattimoe and for Mr. Andrews who work in weights and measures, and from their perspective, I think they can rightfully disagree and say a barrier by any other name is still a barrier, and I think that's where you ought to let this issue lie.

Chairman Polk: Thank you very much. I must say that I think that we owe a debt of gratitude to Mr. Mattimoe for calling attention to the labeling issue.

Hawaii has a very important agricultural sector, and possibly Hawaii in particular has the kind of a problem that mirrors what Mr. Mattimoe has said, so that it would apply with unusual degree in Hawaii.

Mr. Mattimoe: I would agree, Doctor, that where there is a great deal of foreign commerce as we obviously have with the Far East, we perhaps do have a somewhat different dialogue in metric.

Chairman Polk: Your comments are very much to the point, and I appreciate them. Syd?

Mr. Andrews: Matt, you mentioned specifically the gasoline pumps. Are there other uses of metric in the marketplace and in the general life of the public to the extent that people are constantly switching from one system to the other and having to make conversions?

You have a rather cosmopolitan population out there, especially with your proximity to the Far East where the metric system is used. I've noticed when I visit Montreal in Canada, which is bilingual now, there's a certain pride shown by the people who are bilingual. Do you have that sort of thing in a measurement sense in Hawaii now, because it looks like we're faced with this dual measurement system situation for a long time. I'd hate to see us cultivate a snobbish attitude here.

Mr. Mattimoe: Apropos of your question, Syd, I called my secretary last evening at about 2:00 our time, I guess that's this morning here, to raise a similar issue in terms of are we still measuring fish in Hawaii the way that we have always measured fish in Hawaii, the metric system and the U.S. customary system notwithstanding.

Her comment was yes, we sell 40 fish by the kau, and we sell 400 fish by the lau. Now if that answers your question, we are bilingual.

But yes we do have the problem of switching back and forth between measurement systems.

Mr. Kenopensky: How many service stations, retail service stations, are in Hawaii?

Mr. Mattimoe: Something in the area of 560 or so.

Mr. Kenopensky: So it was relatively easy for conversion?

Mr. Mattimoe: No, as a matter of fact, we had 560 very vocal individuals who were not easy to convince; however, they were the motivating factor in bringing the pumps to metric.

Mr. Kenopensky: Do you know who paid for the conversion -- retail service station or the oil company?

Mr. Mattimoe: Ultimately the consumer paid. The distribution ownershipwise of service stations in Hawaii is roughly 60/40 on the Island of Oahu where 80 percent of the gasoline stations and the dispensers are situated, and just the reverse of that on the neighboring islands, so you might say that half of them are owned by the company, and half of them are owned by the individual statewide.

So they picked up the tab and passed the cost on. It's as simple as that.

Mr. Weaver: Thank you. Now it is our pleasure to hear from the representative of Arizona Ms. Patricia Fullinwider.

Ms. Fullinwider: I'd like to thank you for the opportunity to be with you today to participate in a discussion on the future of metrication, and I'd like to make first a few general remarks and then deal specifically with the recommendations as they appear in the Summary Report.

When the U.S. Metric Board was created, those of us who were involved in measurement at the state level anticipated that a national policy would be developed that we would then implement at the state level.

We did not see this as an easy task, but we did see it as the ultimate result of the formation of the Metric Board. But failure to come to grips with the question of direction at the national level was partly due to the vagueness of the enabling legislation although there are times when I felt that the Board used that as a cop-out, and partly due to a question of priorities, and I think many of you were in Arizona when we had our controlled release of water, i.e., known as the 500-year flood, where I said that on a scale of one to ten with ten being the lowest, the metric was 101 on most people's agenda.

The states with their own list of priorities took a wait and see attitude, rightly so, because we did not want to invent 50 different wheels waiting for the national policy. Measurement, as you all know, is not confined to state boundaries. Many of us wish it were so. Even Hawaii which is not contiguous and has probably the easiest restriction is impacted by the mainland and by dealing with other nations.

With the demise of the Board which we on the National Council of State Metrication sincerely regret, I'm afraid that the problem will continue to be addressed, at best, piecemeal. The basic question of whether it is in our economic interest to continue a dual system still needs to be resolved, and perhaps I'm being naive in that I expect government should take a lead in this issue, and namely at the federal level, but

it seems to me at some point our industries will be demanding a uniform system of measurement in order to compete economically in both the United States and foreign markets. We no longer have a perception on the part of the general public that conversion is coming, it's just a matter of time.

I was intrigued to hear that ANMC has changed its position to it's not a question of if, but when. I see the general public responding in exactly the reverse manner. However, most metric conversions have been transparent to the general public, and since they have seen no activity, they assume that none exists. While they may be driving 80 percent metric cars, they are unaware of it. While they do buy soft drinks by both the liter and the fluid ounce it doesn't seem to bother them.

In the State of Arizona, they were absolutely opposed to metric sale of gasoline. We have one station that continues to sell it however and he is doing quite well.

The National Council of State Metrication looks to the aid of commerce to provide our focal point to continue the networking of people who are interested and dedicated. You can't pay anybody enough to be a state metric coordinator.

You have known the experience of serving in a thankless task and so have we. The National Council on State Metrication sees itself as a body in existence that is willing to not make work, but to provide support functions to the Department of Commerce.

The general public basically perceives conversion mainly in terms of personal interest and most of them say, I can't calculate it, so I'm not going to play. It's not a question of dealing with metrics as metrics. It's dealing with metrics vis a vis the U.S. customary system, and I have found as a director of weights and measures that most of the general consuming public is highly insensitive to measurement in any fashion. Try asking somebody to solve measurement problems in 3/32nds or 1/64ths. Maybe they understand a foot, maybe they understand an ounce, but don't ask somebody except somebody who is really seriously into cooking how many ounces in a quart or in a gallon.

The demise of the Board will result in a lack of focus which we seriously regret.

The problems of measurement are national in scope. To deal with measurement solely on a state basis or a regional basis is extremely difficult. One of the recommendations that the Metric Board has put out in its list of recommendations is the last one, number seven, is particularly important, namely that the states should consider enacting uniform metric conversion legislation.

Having been fortunate enough to serve on the legal advisory panel which dealt with the text that ultimately became the Uniform Metric System Procedure Act, I see little hope, given the economic situation for the states to take up that burden at the moment.

I would like to comment on each of the Board's recommendations. The first recommendation states that the Metric Conversion Act of 1975 should continue to be administered. Since it is a public law, someone must administer it. That will now be the Commerce Department, and it's now a question of to what degree it will be administered.

The Board's second recommendation is that the national policy on metric conversion should be reassessed. I think that a national policy should finally be developed. The third recommendation is that research should continue to be conducted on the economic sectors where metric capability may be critical. I think the research projects that the Board has undertaken have been excellent. It's very unfortunate that given your timeline you couldn't do more, but I'm delighted to hear that our neighbors to the north are borrowing some of our expertise which I think speaks very highly for the Board.

To say anything about recommendation four would be extremely self-serving. We highly recommend item four totally unchanged. The functions outlined regarding the Board's private sector planning guidelines should be continued, and I think that should be continued by Commerce.

Next recommendation is that the public awareness and consumer education programs be continued selectively. I have the feeling that due to the restricted budget, this item will be a very, very minor aspect of the new program which is unfortunate.

One of the things that I look to in terms of general consumer awareness is the fact that there are so many joggers in the United States now, and I know of no one who runs in miles, so perhaps we're getting somewhere.

Mr. Weaver: Thank you, Pat. Any questions?

Ms. St. Marie: I'd like to ask a question of the entire panel. Each of you more or less has said that you hope that Commerce will give you leadership to continue this networking in some way.

If that should not happen, are there any other ways that you know of that you could continue the networking or will your communication, in essence, be lost?

Ms. Heslin: I think the beginning of the poll to which Mike referred when he indicated that 20 percent of the states had responded to the questionnaire specifically addressed that question. All respondents did indicate that without some kind of federal direction and assistance, both conceptually and financially it's not likely that the states can continue to operate this network effectively throughout the country.

Ms. St. Marie: There's no way that you as the executive committee can give any kind of leadership?

Ms. Heslin: I think it varies from state to state. You might be able to find perhaps a dozen or more states who because of the feeling within their own individual state government that it's to their economic advantage to continue. You might find that kind of interest continuing and the informal discussion and the sharing.

It's going to happen anyway, but the kinds of beginnings that I mentioned, that were put together in Nashville and then finalized in a charter definition in Iowa, that kind of total national coordination and direction I would not see continuing. I think you will see individual progress made from state to state, and perhaps even in a regional organization here, like the New England Regional Metric Council, up in the New England region that has some individual regional concerns where they will meet and share and compare ideas and network and that type of thing.

But, beyond that, given the constraints that states are operating under with regard to travel monies and so forth, and, as it is, they've paid sometimes more than half the costs involved in belonging to this council, I think that will not continue to move forward.

Now I realize it's a rather pessimistic outlook, but I've got to be very realistic.

Mr. Weaver: Glenn?

Mr. Nishimura: Just going a step further, notwithstanding Mr. Milbergs' comments, I would anticipate that Commerce would not continue to encourage the states to initiate a coordination function with the type of zeal the Metric Board has displayed in the past.

You all are hanging your hat on that hook. Is there an alternate plan to try to put your function into weights and measures? Is anything like that happening?

Ms. Heslin: Well, I think, once again, you have to look back to the individual states and where the representatives come from in each state. As I indicated in my report, some states have placed metric coordination in their weights and measures function.

In those states the designated official whould undoubtedly continue to be concerned for his or her individual state. You are suggesting that we move back two and a half years and say, all right, we'll start from here, and we'll see what options may exist for state metric coordination with regard to organization and funding.

I think you will recall that we as state representatives did not call ourselves together. We were called together to assist the Metric Board administer the Metric Conversion Act, not to be assisted.

I think it's gone full circle. We have been willing to exist providing we get some kind of support. So I think we're back to square one at this point.

Mr. Weaver: We've heard from the Federal sector, we've heard from the National Council on State Metrication, it's time now to hear the future role of the private sector, and we've asked David Gorin, President of ANMC to join us for that. David?

Mr. Gorin: Thank you very much, Scoop. Members of the Board, Thank you very much for inviting me to participate in what I understand may be the last meeting of the Board, and therefore, I consider this to be somewhat of a historic opportunity and historic meeting.

While the future of the Board has not yet been finalized, I do want to take this opportunity to say that when the complete story of the United States' move to metric is finally written, despite a relatively short existence and one filled with some turmoil, I'm certain that the contributions made by this Board will be prominently featured.

Many of your activities have greatly contributed to the body of knowledge and public awareness about the metric system. Given limited resources, created by flawed legislation, operating in an unstable economy and in a country known worldwide for frequently strong provincial attitudes, made your job extremely difficult and possibly put you in a no win situation.

We recognize the diligence of the Board and the seriousness of purpose of its members and staff, and on behalf of ANMC, I'm pleased to extend our gratitude to you for your contributions and our best wishes for continuing individual success in the future.

ANMC cordially invites members of the Board to indicate their interest in remaining active in metric activities through their involvement in the American National Metric Council, and as a token of recognition of your service, ANMC will continue to mail complimentary copies of the Metric Reporter to members of the United States Metric Board for as long as each of you would wish to receive it.

Let me add on a personal note my own admiration for the diligence and the efforts of both the Board and members of the staff in a very difficult role.

ANMC positions on a variety of issues have been enunciated on several occasions in recent months. These positions, which I will briefly review for you, form the basis of what ANMC sees as the course for an American metric future and will answer the question of where do we go from here from the point of view of the Metric Council.

On February 8, 1982, then Chairman of the ANMC Board, Robert Kurtz, accompanied by our current chairman, George Miexel, appeared before the House Subcommittee on Science and Technology and expressed ANMC's view of a role of the Federal Government in metric activity.

Mr. Kurtz made the following points. One, there continues to be a need for clarification by the Administration of its understanding of the Metric Conversion Act of 1975. In spite of recent communications from the White House in attempts in this direction, there still exists an uncertainty about the level of commitment of the Administration.

Two, the Federal Government should continue to coordinate metric activity between various government agencies on the federal and state levels and between public and private interests.

Three, the private sector looks to the Federal Government to provide necessary legislative and regulatory relief to permit the private sector to carry out its voluntary metric conversion plans.

Fourth, the government should assist in educating the public about metric and support efforts to build a more receptive climate among Americans.

Also in his remarks, Mr. Kurtz clearly stated the private sector's desire to dictate the pace and direction of conversion, but he recognized that the influential role of government makes it appropriate that there be federal involvement in support of private initiatives.

Immediately following Mr. Kurtz' presentation, the ANMC Board of Directors took a very important step in adopting a policy that recognizes the inevitability of increased metric use in the U.S. and stating the role of ANMC is to be a facilitator of such increased use.

The board spelled out this new policy in the ANMC program which was published in the Metric Reporter on April 19. Copies of the policy statement and program were distributed to you before my presentation.

Finally, at the Eighth Annual ANMC Conference on May 4, 1982, I had the opportunity to put forth a program that is built on the premise that only through the development of a partnership between the public and private sector and the creation of a mutually agreed upon national metric program would real progress be made.

The partnership that I envision has four goals.

One, it will provide leadership and encourage action be taken by all affected parties in a reasonable period of time.

Secondly, it will seek to secure commitment from all concerned to making an informed decision.

Thirdly, the partnership will lead the way to a thorough investigation of the issues, analysis of benefits, solutions to problems, and an educated decision whether or not to develop plans or guidelines.

And finally, it will seek to motivate decisionmaking on a company, industry and national level.

The steps I've just outlined clearly reflect a new posture for ANMC, one that recognizes its position as a primary metric agency on the U.S. scene. The new posture is one of more aggressive leadership of the private sector in the metric area.

No longer will ANMC be content to sit by and react to circumstances, but rather we believe it is in everyone's best interest that we initiate action to examine the issue of metric use on a sector by sector basis, to determine why a given sector should go metric or why it should not, and then either get on with the job in a cost effective fashion or call a halt to further activities.

Sound planning and careful coordination of plans and schedules are important elements in a cost effective conversion program, and we must resolve to complete the planning phase in a five to seven year period. To drag the process out any longer will unnecessarily increase the costs and could delay important decisions that are necessary to our national economic wellbeing.

The ANMC accepts its role and is determined to meet the challenges. We continue to firmly believe in a voluntary conversion in which the private sector and market forces determine the pace and extent of conversion without government mandates through legislation or regulation.

ANMC is encouraged by its early meetings and contacts with Egils Milbergs and the various staff of the Department of Commerce's Office of Productivity, Technology and Innovation. We look forward to a cooperative relationship, one of mutual respect and support, but most importantly, a relationship built on a mutual desire to accomplish a specific task, to move the country into the mainstream of measurement through a wider use of metric or to know exactly why it cannot be done.

Additionally, ANMC finds encouragement in the recent letter to your chairman from President Reagan and in a similar message sent by the President to ANMC prior to our conference.

While I have no doubt that wider use of metric is inevitable in the United States, wider to the point of predominance, the short-term outlook is clouded by the unstable general economic picture in the United States. The primary benefits to be derived from increased metric use are generally long-term in nature. The uncertain short-term business outlook makes it very difficult to justify short-term costs against possible long-term pay-offs. Until the economy improves, it is unlikely that any great enthusiasm will be exhibited by business towards any new ideas or innovations, and metric will not be an area likely to encounter much risk-taking.

The two most promising areas in which metric may get a careful hearing are international trade and export considerations and productivity. Both of these areas are receiving broad attention, because they are viewed as vitally important to American economic recovery. ANMC is involved with others in trying to assess the impact of metric in both of these areas and should either prove to be abundantly fruitful in metric terms, either of these issues could outweight to overall dull economy and metric use would certainly get a substantial boost.

Obviously, ANMC is bullish on metric, and contrary to what some of the media might wish us all to believe, the issue is far from dead. I like to think that it is in a state of hibernation resting while it rebuilds its strength for the final push to the finish line. If you can believe the emerging science of issue management as practiced in many companies today, all the signs of the precursor jurisdictions point towards metric predominance.

This completes my prepared statement and I would now wish to offer some reaction to a few of the findings and recommendations of the Board.

In regard to your finding that voluntary metric conversion by industry occurs primarily in response to marketplace demands and usually on a company by company basis, there can be little doubt that industrywide metric conversion planning will not take place unless there is a reasonable expectation that an economic gain could be achieved. By the same token, translating potential economic gains into reality in a manner that will yield the greatest benefits to all affected parties requires planning and industrywide metric planning holds the greatest potential for achieving maximum benefits.

The findings of the United States Metric Board tend to minimize the role of industrywide planning as a beneficial activity.

Regarding the finding that there are no substantial barriers to metric conversion requiring federal pre-emptive action, many in the private sector continue to believe that legal barriers to conversion still exist. In spite of the USMB finding to the contrary, the perception of barriers is often more difficult to contend with than the reality. Among the perceived barriers cited are the Fair Packaging and Labeling Act, federal anti-trust laws and agency regulations that do not specify metric terms for compliance.

Turning to the recommendations offered to the Administration and the Congress by the Board, the ANMC finds that it is in agreement on a majority of the recommendations, but would offer the following comments.

Regarding your recommendation that the Metric Conversion Act of 1975 should continue to be administered, based on the experience of the last four years, it is questionable that the private sector would support at any time in the near future the reestablishment of an independent federal agency structure as specified in the Metric Conversion Act of 1975. There is also widespread sentiment that the 1975 Act needs to be strengthened to remove any ambiguity about the policy of the Federal Government.

The second recommendation we would comment on states that the national policy on metric conversion should be reassessed, and in the paragraph that follows that recommendation, there's a reference to mandated conversion. The question of mandated conversion, regardless of the extent of the mandate, needs to be considered on a very specific case-by-case basis, but generally government mandates remain an anathema to the private sector.

Regarding the recommendation that states that the functions outlined in the Board's Private Sector Planning Guidelines should be continued, ANMC has not yet concluded its study on the value of governmental review and endorsement of industry conversion plans. The ANMC Steering Committee meets in the fall, and the issue is to be discussed at that time. We reserve judgment on whether the functions outlined in the Board's Private Sector Planning Guidelines need to be continued. The ANMC position on the role of the Federal Government in metric conversion was clearly enunciated on February 8 in hearings before the House Subcommittee on Science and Technology.

Finally, responding to the recommendation that states that the government public awareness, consumer and education programs should be continued selectively, ANMC believes that a broad program of education is desirable in order to allay fears and condition the marketplace to more easily accept increased metric use. ANMC has stated its belief that this is a role for the Federal Government.

I thank you all for the opportunity to appear here this morning.

Mr. Gorin: Yes, Satenig?

Ms. St. Marie: Dave, I have a question about the planning guideline and really a more broad question to ANMC. Does ANMC, now that the Board is not going to be here any more, with actual consumer representation on the Board in the person of Glenn, does ANMC plan to strengthen the role of its consumer committee in terms of actual involvement in the decisionmaking process with the various sectors as opposed to what I have perceived as an information body?

Mr. Gorin: I think that the role of the Consumer Advisory Group, up until this time, in actual participation and decisionmaking within the sector committees has been determined primarily by the level of activity in the various sector committees. It is our intention to see to it that the Consumer Advisory Group remains and is strengthened to the extent possible, so that we can be 100 percent assured that there is adequate consumer representation in the planning process. It is my intention to see to it that that's done.

Ms. St. Marie: Does that mean that you would hope to increase the budget allotted to that committee?

Mr. Gorin: At such a time that ANMC can consider budget increases anyplace, that will certainly be one of the areas that is considered. Within ANMC, the only committee, incidentally, that is at all subsidized by the Council out of general budget funds is the Consumer Advisory Committee, and I would hope that we would continue to be able to do that.

Mr. Weaver: Lou?

Chairman Polk: As one of the original founders of ANMC, I'd like to compliment President Gorin quite generously, with a great deal of enthusiasm in their expression of the change in policy. I think that was a real fine step forward that you enunciated. Thank you, Dave.

Mr. Gorin: Thank you.

Mr. Weaver: Any other questions or comments?

Ms. St. Marie: At the risk of sounding like I'm pursuing a subject, which I am, it's one of my professional interests, is there any possibility that the various sectors within ANMC could be encouraged to recognize the value that the consumer perspective could bring so that each of the sectors through their company contributions could be encouraged to make a separate contribution to enable a consumer perspective to be duly represented?

Mr. Gorin: Sat, I think the problem right now is not a matter of funding consumer activities. It's a matter of funding any activities on any subject whatsoever. When the economy improves, there will be funds available to do whatever needs to be done in order to assure adequate representation of all interests at all times. The problem we're running into now is one that is simply we cannot go to companies and ask for more contributions. It's a very, very difficult time. That's our problem.

Ms. St. Marie: I appreciate that, but I guess what worries me is then it makes it very possible for no consumer input, and the sectors are meeting. They are doing something, but unless I'm not getting the right feedback, I don't hear the consumer representation on those sector committees.

Mr. Gorin: To the best of my knowledge, there is very little personal attendance at the sector meetings by consumers; however, there are a number of consumers who are on various corresponding mailing lists, and the understanding that we've always had is that when there are issues of consumer importance coming up at a meeting, we will make sure that there is consumer representation at that meeting, and we intend to continue to do that.

One of ANMC's strengths is the fact that we do believe that we can involve all affected interests, and when the day comes that we can no longer do that, then we will no longer be an effective planning body.

Mr. Weaver: Thank you. Having heard from the representatives of organizations that comprise the existing consultative and coordinating structure, we are now pleased to hear from Mr. Egils Milbergs, the director of the Commerce Department Office of Productivity, Technology and Innovation, where the work of the Metric Board will be continued.

Mr. Milbergs: Thank you very much. Let me assure you that the Department of Commerce looks forward to continuing the policy of voluntary metric conversion. As has been mentioned before, there has been an impression made by the media that this Administration is backing away from our commitment to the Metric Act of 1975. This is not true.

The Commerce Department is taking over the responsibility and we are taking the job very seriously. This is a job that's going to require not only a continuing Federal commitment, but also a commitment by the state and local community and the private sector.

I see as the basic challenge developing a framework to do business together over the coming years in which the Commerce Department carries out its responsibilities with the other sectors of society that are involved in voluntary metric conversion.

The results of your study -- the findings and recommendations that you've been reviewing this morning -- are going to be an important element in our consideration of how we build that framework.

I'd just like to say a few words about OPTI, the organization that I head. Our basic mission in life is going to be the top domestic issue in the United States in the 1980's. That is, restoring our productivity growth rate and re-establishing our pre-eminence in the international marketplace.

If you look at our economy, 18 percent of our GNP is now tied up in imports and exports. The sad fact is that over the past decade we've been losing in the international marketplace, and not just in sectors like autos and steel. Germany is the number one exporter of manufactured goods. Japan is the world's leading producer of autos and steel. But these aren't the only problems we need to worry about.

In fact, the international competitive environment is now shifting toward the high technology areas -- microprocessors, robots, scientific instruments, pharmaceuticals, and the list goes on. If you look at the statistics, you will see that the United States is losing its domestic and world market share in these areas. The Secretary of Commerce and others in the Administration are very concerned about this trend.

Why do I bring this point out? If we look to the high tech competition of the 1980's, it's quite clear that the measures that are going to be used in this kind of competition are going

to be metric. We're not going to be able to compete successfully if we're an island in a metric sea. The marketplace will be dictating our requirements in terms of metric conversion and I think your findings and recommendations support or suggest that same conclusion as well.

The President in his message to you, ANMC and other members in the metric community, has said that he continues to support the concept of voluntary conversion as we handle this particular transition from the Metric Board to the Commerce Department.

The basic issue we're trying to deal with in this transfer is to decide on what activities must be performed at the Federal level, and what activities are more appropriately performed by State and local governments, or the private sector.

In general, our view is that the pace and direction of the metric conversion process should be dictated primarily by market forces and in a way that's cost effective. We don't believe that Federal policy on metric conversion should establish a timetable to force conversion in the private sector through legislation or administrative or agency regulations. This is not appropriate nor would it be cost effective. Nevertheless, we have a job to figure out in conjunction with you and other players on what this framework is going to be starting October 1.

You're aware of what our budget situation is. We've got a $300,000 funding proposal for fiscal year 1983 to support seven positions. After doing an internal analysis, the Commerce Department determined that the best way to go is to try to get senior and very competent people involved. We can get seven GS-11's or 12's involved in our program. But as far as I'm concerned, this job requires more senior talent and personnel to get this job done. So given the budget reality, this means we're going to do with about five people.

Let me give you a brief background on the major results of our recent task force report. First of all, as I mentioned to you, the $300,000 will support five people: (1) a Program Director -- I'm not quite sure what title we'll ultimately end up with, but the individual will be responsible for program direction in the Commerce Department; (2) a senior individual who's involved with coordinating our Federal metric conversion activities; (3) a senior person dealing with industry and state and local liaison; (4) a senior person in the public information area; and (5) secretarial support.

These are our plans currently in staffing this particular activity at the Commerce Department. Now, some people have made the point that this isn't a lot of staff compared to the kind of investment that's been made for the Metric Board. I've been asked how we can possibly carry out all the different things that have to be done with these five people.

There are two things I want to point out in this connection. First of all, by having this activity in the Commerce Department, we will have the ability to draw on other resources available to a major line agency. For example, you are aware of the National Bureau of Standards and its important role in setting technical standards.

In addition, the General Counsel's office, the Office of Consumer Affairs, the Bureau of Industrial Economics -- with its 160 different industry specialists -- and a variety of other similar resources are open to us as members of the Commerce Department. These five people really represent our core commitment to voluntary metric conversion. But to the degree that other disciplines are required to carry out our overall mission, we have other members of the Commerce family to call on.

Secondly, what are the appropriate responsibilities between Federal, state and local government, and the private sector? This is an issue, as I mentioned, that will challenge me over the next few months.

I do have a concern about making sure that this transition is smooth. As you know, the current plan is for the Metric Board activities to essentially terminate on September 30, and that Commerce would assume them October 1.

I'm not very good at guessing what's going to happen on the Hill these days, but we may be faced with carrying out our role in face of a continuing resolution. If that happens, I am anxious to sit down and work with you and Ted Farfaglia, in particular, to make sure that no matter what transpires on the budget front, we can assure a smooth transition process. We don't want to end up with a gap between the Metric Board's cessation of activities, and one point at which we assume those responsibilities.

I've been investigating with our legislative and budget people how we go about doing that. We will consult with Metric Board staff and work with them in terms of how we work this out with the Congress. In order to have a smooth transition I plan to establish some kind of transition team during August and September, so that when we get going in October, we're going with all of our pistons operating.

As I indicated, we have identified the five positions that we would like to have. The job descriptions are currently being completed by my staff. Over the next two to three weeks I will begin interviewing people to fill those positions. Of course, there may be people who are members of the staff of the Metric Board that may fit into that structure that we're setting up. We'll certainly want to take a look at them.

There are additional points I'd like to make. First, I would like to be able to get more clarification on the Federal policy concerning metric conversion. The mechanism that I'm going to try to use is the National Productivity Advisory Committee. This is a committee chaired by William Simon. There are 34 private sector members on it. We have sent over to the White House a proposal that the issue of metric conversion and productivity be addressed by this advisory committee. I've not gotten word back from the White House whether that will get on the agenda or not. In any event, I'm going to be pushing for that, and hopefully this will be an issue either addressed at the September or December meeting of the National Productivity Advisory Committee. The December meeting will be the last one.

The other point I want to mention is that we see great value in continuing the Interagency Committee for Metric Policy and the Metrication Operating Committee. This structure, in our view, has functioned well as a mechanism for interagency coordination, and we plan to retain that.

In terms of communications with state and local government, we believe that regular liaison with the National Conference on State Metrication Officials and the National Conference on Weights and Measures have been suitable channels. We'd like to continue them.

I met yesterday with the members of the National Conference on State Metrication Officials. They raised the identical issue that was discussed here this morning, and asked how the relationship should be continued and how financial support may be garnered.

I think we need to look into how that relationship should be structured and what our options are. I have an open mind on this, but we'll get started now so that by October 1, we can come to a judgment on the specifics of this relationship.

Let me summarize by saying that the Administration will continue its commitment to the basic policy of voluntary metric conversion. There are obviously still some uncertainties and some policy issues that people would like more clarification on.

I'm not in business yet but I'm anxious to be in good shape to start operating on October 1, and that's what I see my current objective as being. I would like to look at the metric issue, not just in isolation but as part of a national strategy and a national commitment to restoring our international competitiveness. If we don't do that job, whether we're metric or not is really not going to make that much difference.

So, I'm delighted to have this responsibility come to us. I think it's consistent with the Commerce Department's mission; and, in a sense, it's been a historical role of the Commerce Department. I'm anxious to work with the different sectors of society in developing this framework, and let me assure you that we're taking this new job very seriously. Thank you.

Mr. Weaver: Thank you. Any questions?

Mr. Kenopensky: The most important question to me is that in 1975, we had to pass the Metric Conversion Act. This thing was debated for a long period of time, and I hear now that in spite of the fact that a law exists that there will be a transfer of authority to Commerce.

I can tell you that prior to the passage that my constituents were not happy with conversion or any metric activity going to Congress, and I would like to know on October 1, I'm sure you've consulted with your General Counsel, under what legal authority is Commerce assuming the responsibilities as outlined under the Metric Conversion Act?

Mr. Milbergs: I have not had the issue raised by counsel that there was a major issue at work here. Now, maybe you could help advise us if you see a specific legal concern here.

Mr. Kenopensky: There is a possibility that that issue will arise from independent people, not from the Board.

Mr. Milbergs: If you see that there are some legal issues that you would want to address on that, I would certainly like to make sure that they're properly dealt with. So to the degree you have a specific issue that needs to be addressed, you can contact me or our General Counsel, Sherman Unger, at the Commerce Department.

Ms. St. Marie: Mr. Milbergs, in the five positions you named, if I heard correctly, you didn't name anyone for research. Does that mean there will be no emphasis on research?

Mr. Milbergs: To the degree that there are issues that require us to do analysis or collect data, we can draw upon inhouse resources, such as the various experts we have in the National Bureau of Standards, the Bureau of Industrial Economics and so on.

You are correct in saying that I don't have a specific person identified for that role. The reason is that the proposed $300,000 budget will not permit us to do contract research like the Metric Board has done.

A number of people who have come by to see me have discussed certain research questions. I think we need to look at them on a specific case basis. What's the value of the research being proposed? What is the Federal interest in the research? Some of the research questions that have been brought to our attention have been more of an industry/sectoral issue and really are more appropriate for the private sector to answer.

Ms. St. Marie: One of the reasons I'm asking this, through my bias as research committee member on this Board, is that in the process of doing our research, we came up with some further gaps that need now to be researched.

Is someone in your shop going to take a look at that in terms of here's what was found, and here's some further things that need to be studied, and then we will ask various groups to take a look at it, or is that kind of a closed book now?

Mr. Milbergs: Research is a very fuzzy word. In carrying out our own interagency Federal metric conversion activities, through the metric operating committee structure, a lot of research and data collection is already going on.

The individual who will be working with industry and state and local liaison, will have research questions that need to be addressed, data collected and analysis performed. The same goes for our public information type activities. We just recently came out with a book on metric laws and regulations in international trade. I don't know if you consider that a research project or not.

The conduct of public policy and the carrying out of the metric responsibilities require analysis, data collection and so on, and we will try to draw on the existing resources of the Commerce Department to get that done.

I have not yet received, but anticipate, proposals that require major multi-thousand dollar effort by contract research. If this issue presents itself, we'll just have to sit down and figure out how this can be done, and what are the appropriate ways for this to be done. The options go from having it privately funded to the possibility we could participate in it. I'm not at that point yet.

Ms. St. Marie: Thank you.

Mr. Weaver: Dr. Polk?

Chairman Polk: I noticed your reference to ICMP. I have worked with ICMP myself and MOC, and I particularly recommend that organization to you, and I was happy when you endorsed the idea of its importance and significance.

I should mention that I had a very, very satisfactory meeting with Secretary Baldridge yesterday, and I believe with your comments this morning, the Board can be assured of the continuing and very significant interest of Commerce in this entire procedure, and certainly you have the best wishes of this group here in that responsibility. Yesterday was a very positive meeting.

Mr. Milbergs: I'm glad to hear the Secretary of Commerce is behind this too.

# BIOGRAPHIES OF PANELISTS

## HOWARD B. ELLSWORTH

Mr. Ellsworth completed his Aeronautical Engineering Degree at the Guggenheim School of Aeronautics, New York University.

Mr. Ellsworth is the Chairman, as well as the Department of Defense member, of the Metrication Operating Committee of the Federal Interagency Committee on Metric Policy.

He is assigned to the Office of the Deputy Under Secretary of Defense for Acquisition Policy, is responsible for overall Defense Policy on Standardization, use of the metric system of measurement and Application of Reliability Improvement Warranties to Material Acquisitions.

Prior to joining the Office of the Secretary of Defense (OSD) in 1964, Mr. Ellsworth spent seventeen years as a procurement and production management specialist and contracting officer with the Department of the Air Force. He retired from the Air Force in 1963 after 23 years as a combat pilot in both World War II and Korea, where he served as a Deputy Wing Commander and test pilot for fighter aircraft before taking up his acquisition duties.

## MARY M. HESLIN

Mrs. Heslin holds a BA degree from the University of Connecticut and a masters degree in History from Trinity College. Mrs. Heslin is a member of the U.S. Metric Board's National Council on State Metrication (NCSM) and serves on the NCSM Executive Committee.

She is the Commissioner, Connecticut Department of Consumer Protection having been appointed to the position in March 1975. She was previously Deputy Mayor of the City of Hartford for 1971 to 1974 and also served as Councilwoman from 1969 through 1974. She previously was a teacher of English, History, Government and Economics in the Hartford Secondary School System.

Mrs. Heslin has membership and has served as an officer of a large number of civic and consumer organizations and boards and has been recognized for her work by numerous awards from many State, regional and national organizations.

## G. MICHAEL SAILING

Mike Sailing holds the BS degree in Business Administration from Santa Barbara Community College.

Mr. Sailing is the California member of the U.S. Metric Board NCSM and serves on the Executive Committee. He is the Special Projects Program Supervisor, Division of Measurement Standards, California Department of Food and Agriculture. Previously he served as Executive Secretary of the California Metric Conversion Council.

From 1977 to 1981 Mr. Sailing was Quantity Control Program Supervisor in the Division of Measurement Standards.

Prior to this assignment, he supervised the Liquid Measuring Device and other measurement standards programs.

## PATRICIA M. FULLINWIDER

Mrs. Fullinwider received the Bachelor of Science degree Magna Cum Laude from Springfield College and a Masters of Public Administration degree from Arizona State University. Mrs. Fullinwider represents Arizona on the NCSM and serves on the Executive Committee.

Mrs. Fullinwider is Assistant Director, Weights and Measures Division, Arizona Department of Administration and serves as the Governor's State Metric Coordinator.

Mrs. Fullinwider was a candidate for the U.S. House of Representatives and directed professional and volunteer staffs for a congressional candidate. She served as a member of the Board of Trustees, Temple Union High School District where she also served successively as Board Clerk, Vice President and President.

Mrs. Fullinwider has served on numerous National and State technical, administrative and professional committees and task forces.

## GEORGE E. MATTIMOE

Mr. Mattimoe holds the BA, MA and Ph.D degrees in engineering from Coast University. Mr. Mattimoe represents the State of Hawaii on the U.S. Metric Board's NCSM and serves on the Executive Committee.

Mr. Mattimoe is the Deputy Director of Measurement Standards for the State of Hawaii. Previously he served as Vice President and Director of the T.R. Mates Company, Inc., a measuring equipment manufacturing firm.

Mr. Mattimoe is a member and past vice Chairman of the National Conference on Weights and Measures and has chaired numerous committees. Mr. Mattimoe has served in a similar capacity in Western Regional Weights and Measures Associations. He is a senior member of the Instruments Society of America and a member of the American Society for Testing and Materials.

## DAVID GORIN

David Gorin is the President and Chief Executive Officer of the American National Metric Council (ANMC). He was appointed President in August 1981 after having served as Director of Programs and Vice President of ANMC since July 1979. Mr. Gorin is a leading spokesman on behalf of the private sector on the issue of metric conversion.

Prior to joining ANMC, Mr. Gorin served as President of the Foundation for Handgun Education (1978-79), Washington Representative of the American Jewish Congress (1976-78) and Executive Director of the Seaboard Region, United Synagogue of America (1971-1976). From 1966-1971, he served as a teacher and human relations specialist in the New York City public schools.

Mr. Gorin holds graduate degrees in Education and Business Administration from Baruch School of Business Administration of the City College of New York.

EGILS MILBERGS

Mr. Milbergs holds a BA degree in Economics and Public Policy from Harvard University.

As Director of the U.S. Department of Commerce Office of Productivity, Technology and Innovation (OPTI), Mr. Milbergs will assume additional responsibilities for support of voluntary metric conversion upon phase-out of the U.S. Metric Board on September 30, 1982.

Prior to his current assignment, Mr. Milbergs was Associate Deputy Secretary of Commerce for Strategic Policy and Planning.

Following Ronald Reagan's election as President, Mr. Milbergs served as a policy advisor on business regulations for the Reagan transition team in the Office of Policy Coordination.

From 1971 until his appointment, Mr. Milbergs was employed by SRI International (formerly Stanford Research Institute). As a senior policy analyst and in other capacities at SRI, he initiated, conducted and managed policy research in several areas. He also designed and implemented SRI's strategic planning process for developing new programs for emerging policy issues.

Mr. Milbergs has served as a consultant to Fortune 500 companies for strategic management processes and corporate issue management programs. He led a major study of "Issues of the Eighties," and he is a nationally recognized speaker on the future business environment.

From 1968 to 1972, Mr. Milbergs served as a policy analyst with the Office of Management and Budget.

In 1970 he was selected for a special assignment with the President's Advisory Council on Executive Organizations (Ash Council).

From 1966 to 1968, Mr. Milbergs was an economic consultant to Arthur D. Little and the President's Commission on Postal Organization.



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